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UNITED STATES DEPARTMENT OF ENERGY
OFFICE OF INSPECTOR GENERAL

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# DEPARTMENT OF ENERGY OFFICE OF INSPECTOR GENERAL

# ALETA BUSSELMAN

1838 TERMINAL DRIVE RICHLAND, WA 99352

Complainant,

VS.

BATTELLE MEMORIAL INSTITUTE, an Ohio nonprofit corporation,

Respondent.

### Case No.:

COMPLAINT FOR DAMAGES, INJUNCTIVE AND DECLARATORY RELIEF

# I. JURISDICTION

- 1.1 Complainant Aleta Busselman ("Busselman" or "complainant") is a citizen of Washington State residing in Richland, WA.
- 1.2 Respondent Battelle Memorial Institute is an Ohio nonprofit corporation operating as a 501(c)(3) entity. In Richland, Washington, Battelle's primary purpose is to manage the Pacific Northwest National Laboratory ("PNNL"). Respondent will be referred to as "Battelle/PNNL" or "respondent".
- 1.3 Battelle/PNNL is a contractor with the Department of Energy ("DOE"), and Ms. Busselman is an employee of Battelle/PNNL, both within the meaning of 41 U.S.C. §4712, which is known as the Enhancement of Contractor Protection from Reprisal for Disclosure of Certain Information Act (the "Act").

COMPLAINT FOR DAMAGES AND INJUNCTIVE RELIEF - 1

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# II. FACTS

# A. Background

- 2.1 Battelle/PNNL is one of approximately seventeen national laboratories operated by the U.S. Department of Energy ("DOE"). Of those, Battelle Memorial Institute manages six DOE national labs. Battelle/PNNL employs about 4500 staff, has an annual budget of nearly \$1 billion, and has been managed for the U.S. Department of Energy by the Ohio-based Battelle since the laboratories' inception in 1965.
- 2.2 Complainant Aleta Busselman has been a Battelle/PNNL employee for over 30 years at the Richland, Washington campus. For the last five years, Ms. Busselman has been a group manager.
- 2.3 In 2014, Manager Cindy Doyle hired Ms. Busselman as a Quality and Assurance Consultant, Principal Level (salary grade PL), which was to manage the assessment and issues management role in the Quality and Assurance Directorate headed by the Quality and Assurance Associate Lab Director Bryan Mohler. Her job duties included: Strategic Laboratory Assessment activities (including Independent Oversight Functions) and she was responsible for all occurrence reporting requirements as outlined in DOE Order 232.2. She was also responsible for overseeing all significant Laboratory level issues (categorized as low, medium, and high significance) and tracked in the Battelle/PNNL Issues Tracking System where the issues are reported and tracked to completion. Examples of significant issues at Battelle/PNNL include weaknesses in mishandling of radiological materials, chemical exposures, electrical safety events,

compensation/OFCCP breakdowns, network intrusion, theft, and cyber security breaches.

- 2.4 As the Enforcement Coordinator for Battelle/PNNL, Ms. Busselman was the single point of contact for enforcement coordination and reporting into the DOE Noncompliance Tracking System (NTS), which is the system used by all Laboratories for notifying DOE Office of Enterprise Assessment (EA), Office of Enforcement (OE) of events that exceed noncompliance risk limits and serves the purpose of communicating the contractor's compliance assurance processes such that DOE/OE may elect to exercise regulatory discretion and/or mitigate the possible sanctions associated with an enforcement proceeding.
- 2.5 In addition, Ms. Busselman interfaced and integrated the Laboratory Issues Management processes with key staff in the Incidents of Security Concerns (IOSC)

  Program for concerns that need to be reported in to the Safeguards and Security

  Information Management System (SSIMS).
- 2.6 Ms. Busselman had eight direct reports who were responsible for various aspects of independent oversight, assessment and issues management. They were referred to as the AIM Team, and consisted of trained and qualified subject matter experts in the conduct of assessments, critiques and root cause analysis. To become qualified cause analysts, team members are required to go through formal training, get vetted and approved by a Board of Management, and may spend one or more years doing on-the-job training before they can be considered a qualified cause analyst. Ms. Busselman has been approved by the Board of Management as a qualified cause analyst for the Laboratory.
  - 2.7 The AIM team's focus is to investigate issues identified by management

that were categorized as "medium or high" level significance. In 2014, there were ten such issues. In 2015, there were ten such issues.

- 2.8 The AIM team works with the issue owner (the manager who is responsible for reporting and fixing the issue) to critique the issue (document the facts surrounding the issue), to conduct a root cause analysis, to create a formal corrective action plan, and to conduct a formal effectiveness evaluation to determine whether the corrective actions have fixed the underlying root and contributing causes.
- 2.9 When Ms. Busselman began her job, she interviewed her direct reports and observed their work. She learned that there was reluctance to participate in controversial root cause analysis activities because there was pressure from management to change the results of the cause analysis team's final conclusions. Issue owners and/or their management (unless they are part of the cause analysis team) are not qualified or trained to make substantive changes to the root or contributing causes of issues, but Ms. Busselman learned that such changes were being ordered and supported by her management in varying circumstances prior to Mr. LaFemina's management change as the LPPM Associate Laboratory Director. Prior to Mr. LaFemina's arrival to the organization, there were draft procedures and verbal communications from management on how to handle root cause analysis disputes and it was known by those conducting these analysis activities that such changes were prohibited to preserve the independent analysis of the qualified teams chartered to discover the root causes of the issue. However, there were no formal written policies to prevent management from making such changes if they did not agree with the

conclusions.

2.10 Once the cause analysis team identifies a root cause, the issue owner is responsible for creating corrective actions to ensure that the issue is not repeated. In her position, Ms. Busselman became aware that issue owners would not necessarily propose or be amenable to meaningful corrective actions based upon the cause analysis results, so in 2015, Ms. Busselman organized a formal "Issue Team" chartered by John LaFemina and Mike Schlender, which provided overview of proposed corrective actions and ensured that the final corrective actions were meaningful and fixed the identified root cause.

- 2.11 In 2015, the Quality and Assurance Directorate was renamed "Laboratory Planning and Performance Management" (LPPM). During that year, Mr. LaFemina replaced Mr. Mohler as Associate Lab Director for this new organization. On information and belief, Quality and Assurance Associate Lab Director Bryan Mohler retired because upper management investigated and learned that he had been changing the language of root cause analysis results and other subsequent deliverable results (i.e., corrective action plans) associated with fixing Laboratory Level issues.
- 2.12 On October 1, 2015, Ms. Busselman was promoted to Division Director,
  Level 2 manager (Manager Quality Assurance C Level, salary grade PM). In that role, she
  received an annual salary of approximately \$151,089. As a division director Level 2, she
  was responsible for the same duties as before with the additional responsibility of being the
  Core Business Process Steward (Assess Performance CBP). She reported to Mr.

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LaFemina in that position.

- 2.13 On October 1, 2016, Ms. Busselman (having successfully acted in the capacity as the Enforcement Coordinator for the first year of her new role) was also formally assigned the official role of the Battelle/PNNL Enforcement Coordinator as outlined in the Office of Enterprise Assessments document dated April 2015, titled, "Safety and Security Enforcement Coordinator Handbook." She reported to Mr. LaFemina in that position.
- 2.14 Upon assuming her new duties in October 2015, Ms. Busselman immediately began to formalize and implement policies and procedures to ensure that managers were held accountable for correcting issues.
- 2.15 In October 2015, Ms. Busselman formalized the "Issue Team Charter," which was a written procedure that brought in high-level managers and subject matter experts to oversee the quality and completeness of proposed corrective actions. The Issue Team's purpose was as follows:

Issue Teams are the approving body for corrective action plans of medium significance or higher. Issue Teams provide balanced and broad-based knowledge to the review and approval of proposed corrective actions and then later they review and confirm the results of effectiveness evaluations prior to recommending issue closure. These reviews verify that PNNL has effectively demonstrated appropriate action in response to significant issues and that acceptable and sustainable performance improvement has been achieved, resulting in reasonable assurance that recurrence of the unwanted condition is unlikely.

2.16 Ms. Busselman received positive feedback from management and DOE on the effective work of the Issue Team and the improved clarity around the Laboratories Issues Management Process.

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4	2.17 In October 2016, Ms. Busselman created a formal written procedure that
5	prohibited managers from making substantive changes to the root cause of the issue or the
6	contributing causes of the issues in reports generated by the chartered Lead Cause Analyst.
8	The process in the event of a dispute was as follows:
9	In cases where the Issue Owner does not agree with the results of the [root
10	cause] analysis, the Laboratory Senior Cause Analyst will work with the Lead Cause Analyst, line management, the Lab-level Issue Team, and other
11	independent technical experts as necessary, to resolve the issue(s). If the issue(s) cannot be resolved, the cause analysis team's results will remain the
12	final documented root cause analysis, and the lack of consensus will be documented in the Issue Tracking System (ITS).
13 14	B. Battelle/PNNL Makes A \$530,000 Payment To A Fraudulent Payee Posing As A Battelle/PNNL Subcontractor
15	2.18 Fowler General Construction, Inc. (Fowler) has been a subcontractor at
16	Battelle/PNNL since 2007, and has worked on numerous construction projects on the
17	Battelle/PNNL campus.
18	2.19 In May 2016, a contract was awarded to Fowler for the construction of the
19	Battelle/PNNL Collaboration Center. The first invoice from Fowler for the Collaboration
20	Center work was received on June 21, 2016, with payment occurring on July 20, 2016 via
21	electronic payment from the U.S. Treasury Department to their designated bank account.
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23	2.20 On November 9, 2016, a request was made via email to the Procurement
24   25	Director to change the bank account for Fowler's electronic payments. The email included
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the company logo and an email address of accounts@fowlergcgroup.com.

- 2.21 On December 16, 2016, a Fowler invoice for approximately \$530,000.00 was authorized for payment by Battelle/PNNL personnel, and was electronically paid to the new bank account by the U.S. Treasury Department. Both points of contact listed in Fowler's vendor record (the legitimate point of contact and the new fraudulent entity) were sent an automatic notification of the payment. The fraudulent requestor withdrew the funds from the new bank account within a few days and closed the account.
- 2.22 On January 12, 2017, Fowler's Controller contacted Battelle/PNNL Accounts Payable by phone to inform Battelle/PNNL that they had not received their invoiced payments.
- 2.23 The Battelle/PNNL Accounts Payable Administrator reviewed the vendor record in Purchase and Expense System and informed Fowler that the payment had been submitted to the new bank account. Fowler responded that the requestor was not an employee of Fowler and the bank change was not valid.
- 2.24 The Battelle/PNNL Accounts Payable Manager assessed the situation, reviewed the vendor history, and examined pertinent emails, then met with Finance and Contracts management to discuss immediate actions to be taken. The U.S. Treasury Department also immediately notified the bank of the fraudulent transactions.
- 2.25 Notification of the fraudulent payment was made to Battelle/PNNL senior management, the Battelle/PNNL Office of Audit Services, and the Battelle/PNNL Office of General Counsel.
- C. Under The Terms Of Its Contract With DOE, Battelle/PNNL Management Is Responsible For Preventing Fraud And Has Experienced External Fraud

# **Attempts Since Early 2016**

- 2.26 The Battelle/PNNL operating contract with DOE requires that it comply with various federal policies and guidelines for combatting fraud—both internal and external. The Office of Management and Budget ("OMB") provides guidance on improving accountability and effectiveness of program operations to combat fraud (see OMB Circular A-123), as does the Government Accountability Office's (GAO) Standards for Internal Control in the Federal Government (the "Green Book").
- 2.27 At Battelle/PNNL, management is responsible for developing policies and procedures to combat fraud, both internal and external, and for ensuring that those policies and procedures are developed, implemented, and effective.
- 2.28 Efforts by other fraudulent external entities to defraud the government through false invoices have been an ongoing issue at Battelle/PNNL since at least 2015. Since then, on a monthly basis, those other fraudulent external entities have been soliciting consumer electronics using the Battelle/PNNL Procurement Director's name. About ten vendors shipped consumer goods to the fraudulent entities. On information and belief, Battelle/PNNL management has had notice of this external fraud effort since at least early 2016.

# D. The AIM Team Investigation and the March Findings

- 2.29 In January 2017, Financial Operations Manager Iris Anderson requested assistance in conducting a root cause analysis to better understand the issues surrounding the \$530,000 improper payment to a fraudulent entity.
  - 2.30 Under Ms. Busselman's supervision, a cause analysis team (made up of

members of the AIM Team) was assigned to determine the causes for the event that led to \$530,000 improper payment to a fraudulent entity that was posing as a subcontractor to PNNL. The scope of the AIM Team's work was defined in a Cause Analysis Charter, which was approved by Ms. Anderson.

- 2.31 This issue was determined to be MEDIUM significance, requiring a Level 2 root cause analysis.
- 2.32 The scope of the cause analysis was limited to Battelle/PNNL's response to the ACH change request by the fraudulent entity.
- 2.33 A separate investigation was conducted by the Office of the Inspector General and the Department of Justice to determine how the fraudulent entity obtained the relevant information to make the ACH change request in the first place.
- 2.34 As part of the investigative process, the cause analysis team reviewed more than 25 documents and interviewed nineteen witnesses.
- 2.35 In March 2017, the AIM Team finalized a Cause Analysis Report ("March Cause Analysis Report"), which made findings regarding the direct cause, the root cause, and identified certain relevant facts, which led to the outcome.
- 2.36 In the March Cause Analysis Report, the AIM Team determined that the direct cause was:

The Accounts Payable Vendor Coordinator verified the information on the ACH request that was specifically required by the Vendor Management Process Desk Guide against the information in the Vendor Master File; the Accounts Payable Vendor Coordinator unknowingly changed the bank account to the one that belonged to the fraudulent entity and the invoice was paid by ACH into that bank account.

2.37 In the March Cause Analysis Report, the AIM Team determined that the

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#### root cause was:

Business Systems Directorate (BSD) management did not clearly define adequate controls regarding the identification, detection and response to potential fraudulent activities by external criminal entities in the Vendor Management Process; primarily relying on individual staff members to identify and respond to potential external threats.

- In the March Cause Analysis Report, the AIM Team listed **relevant facts**, some of which included the following facts:
  - 2.38.1 There is no segregation of duties between the Contracts Vendor Coordinator and the Accounts Payable Vendor Coordinator; the same person currently fills both roles.
  - 2.38.2 Transition of key staff out of both the AP and Contracts organizations resulted in some staff assuming additional responsibilities while maintaining their normal work load.
  - 2.38.3 In the Accounts Payable and Contracts organizations, some staff indicated they felt that the work load was impacting the completeness and accuracy of their work.
  - 2.38.4 The current Accounts Payable Manager has been in the role for approximately 1.5 years; this manager is less familiar with the identities of the vendors/POCs.
  - 2.38.5 Battelle/PNNL relies on individual staff members to identify and respond to potential fraudulent activity by external sources; however, this is not a written expectation.
  - 2.38.6 The training was informal and included 'tribal knowledge' of processes and expectations; it did not include the personal best practice of confirming changes with the listed vendor POCs.
- Ms. Busselman learned that Battelle/PNNL management was dissatisfied with the root cause finding, and sought to make changes. Ms. Busselman opposed changes to the root cause.
  - Ms. Busselman left for a scheduled vacation. Upon her return, she was

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SHERIDAN LAW FIRM, P.S. Hoge Building, Suite 1200 705 Second Avenue Seattle, WA 98104 Tel: 206-381-5949 Fax: 206-447-9206 removed from her position, placed in an office with no windows and given no daily job duties.

2.41 Battelle/PNNL management pressured the cause analysis team to change the language of the root cause analysis, which then appeared in the April 2017 Cause Analysis Report as follows:

Business Systems Directorate management had a primary focus on controls over internal fraud risks in response to DOE's annual risk statements in the Accounts Payable area (which did not specifically address external fraud risks) and based on the majority of previous experience involving internal fraud. Consequently, the controls for the identification, detection and response to evolving fraudulent activities by external criminal entities in the Vendor Management Process were less than adequate.

- 2.42 Battelle/PNNL management lacked training and expertise to change the language of the root cause.
- 2.43 It was a conflict of interest for Battelle/PNNL management to change the root cause, because the Cause Analysis Team's root cause found that Battelle/PNNL management "did not clearly define adequate controls."
- 2.44 Management's actions to change the root cause language was in violation of Battelle/PNNL policy.
- 2.45 On information and belief, without approval or consultation with either Ms. Busselman or with the full awareness of Cause Analysis Team members, Battelle/PNNL management deleted the following relevant fact statements from the April 2017 Cause Analysis Report as follows:
  - 2.45.1 DELETED: There are no segregation of duties between the Contracts Vendor Coordinator and the Accounts Payable Vendor Coordinator; the same person currently fills both roles.

- 2.45.2 [In the Accounts Payable and Contracts organizations,] DELETED: some staff indicated they felt that the work load was impacting the completeness and accuracy of their work.
- 2.45.3 DELETED: The current Accounts Payable Manager has been in the role for approximately 1.5 years; this manager is less familiar with the identities of the vendors/POCs
- 2.45.4 [The training was informal and included 'tribal knowledge' of processes and expectations;] DELETED: it did not include the personal best practice of confirming changes with the listed vendor POCs.

## III. PROTECTED ACTIVITY

- 3.1 On or about March 29, 2017, Battelle/PNNL Associate Laboratory Director for Business Systems and Chief Financial Officer Marty Conger became concerned over the language of the root cause results, and began to exert pressure to change the language, because he felt that the language made management look bad. He specifically told Ms. Busselman that the way the root cause was written would not put the Lab in a good light, and that the way it was written right now made them look like they were asleep at the wheel, and that he wanted to propose changes to the description.
- 3.2 Over the days that followed, Ms. Busselman attended several meetings and exchanged numerous emails with Battelle/PNNL management seeking to protect her staff from being pressured to change the language of the root cause finding.
- 3.3 On March 31, 2017, Ms. Busselman wrote to Director LaFemina and opposed management's efforts to pressure her staff into changing the root cause language. She wrote:

Per our HDI requirements and cause analyst qualification process, this is not how we do cause analysis at our Lab. We do not just let concerned stakeholders manipulate root causes at the end of the process to make us sound better. Steve Cooke looked at this report twice before it came to Marty/Iris. Marty has yet to bring the team together to discuss how they got to the end results. That (changing root causes and results at the 11<sup>th</sup> hour) was the [Quality and Assurance Associate Lab Director Bryan] Mohler-

way. Not doing it and I am not going to have this cause analysis team think that we have returned to the 'old' way of doing business. Otherwise, why bother.

. . . .

I am not going to make this team sign a product they can't stand behind.

3.4 Later in the day on March 31, 2017, Mr. LaFemina wrote back to Ms. Busselman as follows:

I understand your concerns and agree that we are not going backwards. I just spoke to Marty and let him know that I am reviewing the report and that after spring break I will bring us together to discuss our path forward. I also asked him to stop negotiating with Steve. Steve does not negotiate for us. Steve is in a meeting but I am talking to him after his meeting and I will tell him the same.

- 3.5 On March 31, 2017, Ms. Busselman also reported to Mr. LaFemina that she had learned of two LGBT women employees at Battelle/PNNL who believed they were victims of discrimination. She asked him for advice as to handling those complaints.
  - 3.6 From April 1 to April 9, 2017, Ms. Busselman was on a scheduled vacation.

#### IV. RETALIATION

- 4.1 On April 10, 2017, upon Ms. Busselman returning from her vacation, Mr. LaFemina sent her a calendar appointment entry for April 12, which did not have a subject line. Ms. Busselman asked for an agenda so she could prepare, and she received an e-mail from Mr. LaFemina that he had made a decision to reorganize and that he had an opportunity for her. Later that day, Mr. LaFemina notified Ms. Busselman that he wanted to revisit the description on the Fraud causal results and work with Marty [Conger] to rewrite it.
- 4.2 On April 11, 2017, at a meeting held in Mr. LaFemina's office, Ms. Busselman was notified that she was relieved of management responsibilities, and that she and her AIM Team would be under the supervision of Cindy Doyle. Her other

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responsibilities would also be assigned to Ms. Doyle. No reasonable explanation was given for the decision.

- 4.3 On April 13, 2017, following e-mail exchanges with Mr. LaFemina, Ms. Busselman was pressured to lie to her team: he and she rehearsed a statement that was to be given to the team to the effect that she had input into the decision to leave AIM and to pursue a "great opportunity" that Mr. LaFemina had found for her. Ms. Busselman recited the rehearsed speech to her Team on the promise that she would not be demoted and would not be placed under Ms. Doyle's supervision. Mr. LaFemina then used the announcement to justify moving the AIM team under Ms. Doyle, claiming budget reasons as the motivation for the reorganization. Mr. LaFemina stated to Ms. Busselman and her team that "Aleta" would not be coming back and that she would need to find work somewhere else by October, which is the beginning of the new fiscal year.
- 4.4 On Friday April 14, 2017, Ms. Busselman met the Manager of the "special assignment" for the first time and was poised to fully engage on the activity on Monday April 17, 2017. Ms. Busselman quickly realized that the Manager of the special assignment was not amenable to engaging her on the activity (following several failed attempts to get engaged on the assignment). Also during this time, Ms. Busselman was encouraged to work in an internally facing non-suitable white-walled working space with no windows.
- 4.5 On May 1, 2017, Ms. Busselman was notified that the "special assignment" was not a legitimate opportunity. Also on May 1, 2017, Ms. Busselman was formally reorganized under Ms. Doyle.
- 4.6 In the following weeks, Mr. LaFemina repeatedly stated to Ms. Busselman that she will need to find work by October 1, 2017. On information and belief, Mr. LaFemina was communicating to Ms. Busselman that failure to find work by October 1 will lead to her termination. The Complainant has been looking for meaningful work at the

Laboratory, but has been met with constant barriers and rejections due to her high charge out rate and the tense environment at the Laboratory. Ms. Busselman has been humiliated over and over again on a daily basis as her 30-year network of professional relationships at the Laboratory ask her "What happened with your Division Director role?" and "Why are you looking for work?" Ms. Busselman has been encouraged to downgrade her Manager role to a specialist role in order to lower her cost and thus aid in finding a new job.

- 4.7 On or about May 10, 2017, Ms. Busselman filed an employee concern on this subject matter with the DOE.
- 4.8 On or about May 12, 2017, Ms. Busselman notified Mr. LaFemina that she filed an employee concern, but did not give details of the subject matter.
- 4.9 On June 12, 2017, Ms. Busselman contacted Battelle/PNNL management to notify them that she has been retaliated against for opposing the improper efforts to change the root cause on the fraud case, and gave management until June 16, 2017, to reinstate her to her position, to ensure that in the future, she and her team would not be pressured to make changes to the root cause of any investigation, and that the root cause given on the April 2017 Cause Analysis Report (approved on 5/1/17), would be changed to reflect the root cause as written in the Team's March 2017 Cause Analysis Report (prior to the 4/13/17 draft report). When Battelle/PNNL management did not respond to the request, this action was filed.

## V. CAUSE OF ACTION

- 5.1 Complainant re-alleges paragraphs one through four of the complaint, and hereby incorporates the same by reference.
- 5.2 The facts set forth above state a claim for whistleblower retaliation under 41 U.S.C. § 4712.

1	6.13 Whatever further and additional relief that shall be deemed just and
2	equitable.
3	Respectfully submitted this 21 <sup>st</sup> day of June, 2017.
4	SHERIDAN LAW FIRM, P.S.
5	1 Plu
6	By: John P. Sheridan, WSBA # 21473
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